DOCUMENT RESUME

ED 031 751 CG 004 299

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Pub Date 13 Oct 68

Note-10p.; Paper was presented in a seminar at the School Management Institute, Columbus, Ohio, October 13, 1968.

EDRS Price MF-$0.25 HC-$0.60

Descriptors-*Coordination, *Program Design, *Program Development, *Student Personnel Programs, *Student Personnel Services

The rationale for pupil personnel services includes the following: (1) universal education as an ideal is an American phenomenon, (2) trends relevant today are toward personal worth and development, (3) basic factors such as advanced technology and automation, recent gains in knowledge, holding power of schools, and the widening range of pupil characteristics, require special personal service; and (4) mass education requires the identification of its components into a balanced and coordinated enterprise, including the merging of resources into a manageable and understandable unit of pupil personnel services for all students. Dynamic and knowledgeable leadership and administration are essential for the development and maintenance of a pupil personnel services program. The uniqueness of the pupil personnel coordination is examined. There are eight urgent contemporary issues listed, including state support, crisis-oriented programs, and core preparation that must be resolved before any rationale of pupil personnel services can be of consequence. (Author/KJ)

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RATIONALE FOR PUPIL PERSONNEL SERVICES*

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I. Universal education as an ideal is an American phenomenon.

The American ideal is undergirded by well established goals.

Instruction, Administration, and Pupil Personnel Services are the essentials in support of goals in American Schools.

The paramount goal for any generation in the United States was established long ago. According to Henry M. Wriston, Chairman of the Commission on Goals for Americans, the goal "is to guard the rights of the individual, to ensure his development and to enlarge his opportunity." Major emphasis and responsibility supporting the American concept of democratic government have rested on a system of universal education. Educational philosophy has encompassed an appreciation of the worth and dignity of the individual, realization of individual differences among men, and a recognition of man's inherent rights of self-direction and choice. Over the years, we have maintained our beliefs in these concepts in the face of many challenges, and we have made great progress in providing basic educational experiences for all people.

Present day challenges facing our nation have greatly increased the responsibilities of the educational system. In order to maintain integrity as a nation and freedom for all individuals, it is incumbent upon the school to increase the scope and effectiveness of its educational program. It is mandatory that we advance more rapidly than in the past in identifying and developing the full capacities of all citizens.

II. Trends toward personal worth and development.

Trends that are crucially relevant today are (1) urbanization and an anxious awareness of the school of the consequences and side-effects of life in the modern city, (2) the potent explosion toward achieving the principles of civil rights, and (3) the development and practice of compensatory education, especially as a part of the so-called war on poverty. These trends are well known to every superintendent of schools and take on special meaning at local levels. Of one thing we can be certain--a self contaminated class-room no longer suffices in the face of modern day trends and resultant challenges to the educational enterprise.

*Presented October 13, 1968, Seminar - "Organization and Administration of Pupil Personnel Services", School Management Institute, Columbus, Ohio. (Selected Material taken from parts of Hummel, Dean L. and S.J. Bonham, Jr., Pupil Personnel Services for Modern American Schools, Chicago: Rand McNally, 1958.

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III. Basic factors which require special personal services.

In most of the states, school systems are obligated to develop a statement of educational philosophy which represents the aims of its local school program. A review of these statements reveals evidence of concern for individuals in the local communities as well as for the more general goals expressed by the American way of life.

Generally accepted in such statements of philosophy of education is the realization that effective teaching is the core of any school program. It is also recognized that this task is largely dependent upon accurate knowledge of the learner's personal characteristics which include his potential, his social status, his cultural background, his interests, and his ambitions. The adaptation of instruction and the provision of appropriate facilities for learning provide the motivational factors for individual growth. In addition, it is recognized that effective self-direction on the part of the learner relies on a continuous understanding of self in relation to potential, opportunities, obligations, and responsibilities in our society.

Instruction provides basic content and activities for learning in our schools. Administration, including supervision, provides the facilities, materials, staff, organization and leadership which support effective learning. Pupil Personnel Services support optimum student utilization of effective instruction. Pupil personnel services are organized to benefit all pupils. In addition to meeting the basic needs of the typical range of pupils enrolled in the schools, it has become recognized that educational programs specifically designed for the exceptional pupil are essential. Those programs require competencies, skills, and techniques which can only be provided in a setting which includes a balanced and coordinated program of pupil personnel services.

The need for stimulating the growth of this concept of pupil personnel services is based upon many factors. Factors of an in-school nature include:

1. The diversity and comprehensiveness of our school programs to meet the needs of all children.
2. Bringing together more children for better opportunities in education.
3. The increasing body of knowledge to be included in programs of instruction.
4. Recent gains in the holding power of our schools.
5. The widening range of pupil characteristics brought about by the enrollment of all children in our schools.

Factors in our society which require provision of a total program of pupil personnel services include:

1. Development in technology and automation in industry.

2. Increased mobility of population.
3. Growth of population.
4. Expanding urbanization, unemployed youth.
5. Juvenile Delinquency.
6. Pressures for maximum utilization of our human resources.
7. Expanded knowledge in the social sciences which provide us with better resources to study and understand the human individual and how he functions.

In order to support the aims of education, and in order to provide the professional staff of the school system with adequate information and techniques for work with children, it is apparent that an organized program of pupil personnel services is an absolute necessity in our schools. Responsibility for this major phase of the total educational program must be assigned at the same administrative level with building administration and instructional supervision. School organization, to provide for this consistency, will give full recognition to these educational aims and will provide substantial support for effective learning in modern schools. Instruction cannot be entirely effective without the kinds of supportive services included in a total program of pupil personnel services.

IV. <u>MASS education requires the identification of its components into a balanced and coordinated enterprise</u>.

Historically, the development of mass education has included a group of specific services requiring specialists in the enterprise.

The emerging concept of a balanced and coordinated program of Pupil Personnel Services is prominent in the development of American education.

The Emerging Concept of Pupil Personnel Services

In the face of recurring pressures, the American system of education has provided for a variety of services to assist the tasks of instruction provided by the teaching staff, and administration and supervision provided through general administrative practices. Various services whose primary aim is to facilitate the maximum development of each individual through education have come to be grouped under the rubric of pupil personnel services. The foundation for pupil personnel services was laid in the same complex social economic forces that have led to inner-city suburban living, consolidation of school districts, automation and the cold war. Continued sustenance for it is being provided at an increasing rate by the accumulation of a substantial reservoir of information about man and his development. The very complexity of the identified needs and provisions for them are forcing a merger of resources into one manageable and understandable unit of pupil personnel services.

Since 1930, recognition and acceptance of the need for a coordinated program of pupil personnel services in the schools have grown at the local, state, and national levels. At apprcximately this time, Arch O. Heck initiated a number of studies to determine special services provided pupils by schools. Through surveys made in 1930, '32, '33, and 1934, reported in

a series of articles in the Educational Research Bulletin (1935), he identified 10 categories of special service personnel. In the last article of the series, he projected an organizational pattern for a department of pupil personnel in a school system. Thus, it was that pupil personnel as a concept of educational services was introduced.

Today at the National level, through Congressional action, through services of the United States Office of Education, and through the direction of the Council of Chief State School Officers, improved and expanded pupil personnel services programs have been recommended. Similar recognition of the need for improved and expanded pupil personnel services has also been reflected at state levels through legislative action, State Department of Education services, and other state level action in areas such as Guidance and Special Education. Locally, schools have responded to the pupil personnel recommendations for the modern school by employing qualified school counselors, school psychologists, attendance and child accounting personnel, visiting teachers and social case workers, school health personnel, and special education teachers. In order to integrate the services of such special personnel, supervisors and administrators of special education and special services have been employed to give direction to and integrate the services in the total school program.

The emerging concept of a coordinated and balanced program of pupil personnel services has grown from a foundation which recognized that effective teaching is the core of any school program. Furthermore, this emergence has developed from the realization that effective teaching depends largely upon a knowledge of the learners' personal characteristics, including his capacities, interests, and aspirations. Research has shown that effective learning depends upon the pupil's state of adjustment and general well-being. In turn, realistic self-direction on the part of the learner depends upon a growing understanding of self in relation to opportunities, obligations, and demands of society in which we live.

The increasing complexities of living and pressures of society in general, mandate that the American educational system continue to emphasize proven practices and to develop proven educational services which tend to assure the maximum self-realization and social contribution of each pupil.

Pupil personnel services, therefore, were organized for the benefit of all students. The primary purpose of this emerging concept, is to facilitate the maximum development of each individual through education. These services are vital to the adequate appraisal of individual needs and potentialities and to the realization of these potentials. They are designed to assist each individual to develop the insight which will lead to self-understanding, orientation to society, and realistic choices from among educational, occupational, and avocational opportunities. In this way, they are designed to contribute to the development of our human resources, as well as the realization of all pupils.

Pupil personnel services have not only been developed to achieve optimal results with the mass of students. A need to focus attention on the exception whose needs could not be met within the framework of a general educational program has increased in direct proportion to the percentage of the total population enrolled in school. Special services are needed to guard the rights of the individual, to assist in identifying and providing for exceptional children, to insure his maximum development, to enlarge his opportunity and to increase his contribution to society.

Finally, pupil personnel services have been accepted because of the value of their feed-back to general education. This constant concern with the rejected, the rebellious, and the failure has identified changes for the general program. Such identification has resulted in modification of general programing and instructional techniques thereby reducing the exception and strengthing the instructional program for all students.

V. What are the issues and trends of Pupil Personnel Services?

From various foci, there has emerged the concept of a balanced and coordinated program of services in Pupil Personnel Services.

Pupil Personnel Services components in education have preceded organizational and administrative relationships.

A major trend in the development of educational programs throughout America's schools is the establishment of special services for children, including supporting specialization of instruction, to the end that they contribute to the welfare of all pupils and to the major goals of the school itself. While many school programs have been designed and have expanded as a result of research and study, the evidence tends to indicate that e tra-instructional services have often times been crisis oriented, "fad prone", or have simply grown like the old proverbial "Topsy". Without well designed programs based upon research and sound practice, it will be expected that serious issues would appear. From the beginning of this century, even presently, a number of recurrent issues have inhibited a sound and realistic approach for the administration and organization of a coordinated and balanced program of pupil personnel services as a major phase of the total educational program.

Trends and recurrent issues in pupil personnel services further indicate that educational leaders and their colleagues in the schools often neither understand the major purpose of pupil personnel services nor the functions of these services as they relate to individual development or to the instructional core of the educational program.

Various foci of pupil personnel services in the schools have developed as a result of the origin of the service, the disciplines upon which the services may draw, and the images the practitioners of the services create. Even today, a particular focus on the total program of pupil personnel services or any one of the services individually may be shaded in many ways. A review of the historical devel-

opments of pupil personnel services, as well as the various view with which services are administered, reveals nine identifiable foci.

1. The Problem Centered Focus
2. The Selection and Placement Focus
3. The Adjustment Focus
4. The Vocational Educational Focus
5. Developmental Task Focus
6. The Service Focus
7. The Everybody is a Pupil Personnel Worker Focus
8. The Mental Hygiene Focus
9. The Planned Coordinative Focus

The organization of the planned-coordinated pupil personnel services program is built upon the characteristics of pupils and the school system, upon the nature of the community, and upon sound principles of learning, psychology, and the behavioral sciences. Its administration is carried out by the competent, well-trained personnel under the direction of qualified leadership. The program is planned for the utilization of all resources which may contribute to the maximum development of each pupil.

Each of the nine previous "foci" possesses important concepts for a program of pupil personnel services. Furthermore, each approach may be appropriate in a particular situation. To be of optimum service to all pupils, pupil personnel services (as in the areas of instruction and general administration) require all the elements of sound organization and administration with strong leadership.

VI. Leadership and administration are essential for the development and maintenance of a Pupil Personnel Services Program.

Pupil Personnel Services should function as a facilitating effort.

For what and to whom is the administrator of Pupil Personnel Services responsible?

There are urgent contemporary issues still to be resolved.

"The Primary Purpose of a program of pupil personnel services is to facilitate the maximum development of the individual through education." This significant statement, in the form of the primary objective, was published in 1960 after more than three years of committee work devoted to the development of the essential purpose of pupil personnel services in the schools. Its formulation was the result of a consensus and judgment of a highly respected and influential association of state and national leaders in education. For the administration of pupil personnel services to bring about the achievement of this major objective in any school system, three essentials are mandatory.

First, there must exist a dynamic and knowledgeable leadership with the responsibility for total coordination of a balanced program. Such leadership must be immediately responsible to the superintendent of schools. His leadership role should be understood by all and be characterized by both innovation and facilitation.

Second, the administrator of pupil personnel services must provide for an organized, professionally competent approach to decision making. Provision must be made, therefore, to staff the program with professional specialists, to establish job functions of each specialist in pupil personnel services, and to communicate clearly the total responsibility of each interrelated service.

Third, the administrator must accommodate to the expectations of society and yet assist the individual pupil to optimum development. In the main, society has influenced the objectives of instruction through support of mass education. Ways of teaching, values to be inculcated, goals to be achieved, and evaluation of the schools' products have developed as a result of society's expectations. These components of mass education have shaped the core of the educational endeavor.

By contrast, pupil personnel services have become the facilitating force focusing on the individual in an effort to assist him to self-understanding, wise interpretation, decision making, and acceptance of responsibility for action. At first glance, the focus of the pupil personnel services may seem at cross-purposes with society's mass education. Rather, these aspects of the total educational program should be viewed as mirror images of each other in which the pupil personnel program "sights in" on the individual in the crowd.

The Uniqueness of PPS Coordination

While it may be admitted that educational leadership, whatever the area, makes many common demands upon administrators, it is nevertheless, true that the administration of a program of pupil personnel services presents some rather unique coordination problems. One of the major problems is that of organizing the program in such a way that its various parts reinforce each other to produce an harmonious whole, while at the same time avoiding the creation of a structure which does not relate well to other major educational programs. There is a definite need to create a spirit of service and a commonality of viewpoint among the various pupil personnel disciplines which will unify efforts to help the individual child and which will create in pupil personnel workers pride in their professions and in their accomplishments. At the same time, it is extremely important that the essential facilitative character of pupil services be recognized and that maximum efforts be made to coordinate pupil services with instruction.

In small school systems where a pupil personnel worker may perform a variety of functions, or where the coordination of services is a responsibility of those persons also responsibile for instructional leadership, the problem of coordination is not as great. In larger school systems where persons of several specialities are employed and where the structure of the services is separated from a responsibility for instructional leadership, coordination is much more difficult. There is no magic formula for the achievement of a satisfactory level of coordination. It can be attained in a variety of ways and under almost any type of administrative structure, but depends primarily upon a recognition of the contributions that a balanced educational program can make to the total development of the child.

Another way in which pupil personnel services differ from certain other program areas in their administrative complications, lies in the variety of specialities or disciplines which must be brought into a close working relationship. To be sure, the instructional leader faces some problems in harmonizing the viewpoints of teachers of physical education and mathematics, but these persons are both teachers and must deal with groups of pupils in definite ways. Both have the instruction of the pupil as a paramount goal. With pupil personnel specialists, on the other hand, the administrator must deal with counselors, psychologists, social workers, nurses, doctors, speech therapists and others whose professions are all essentially different. A structure must be developed which permits each discipline to make its maximum contribution and yet which provides for some necessary overlapping or crossing of lines of responsibility. A balanced program of pupil services cannot be built around any one of these disciplines, nor can it be achieved when all disciplines are provided but work independently of each other. The job of the administrator is to promote maximum utilization of all special skills at the same time that he is sublimating the specialities into a genuine teamwork approach. This is a job which will test the ability and patience of even the most skilled administrator.

A third difference between the administration of pupil services and other areas lies in the sensitive nature of much of the work that is done with children and youth. Policies need to be developed, and closely adherred to, with respect to the kinds of confidential information which are solicited, records which are kept, tests which may be given, conditions under which these may be administered, and the manner in which these may be used. When insufficient attention is given to these concerns, serious misunderstandings can arise with detrimental effect to the total program.

A difference closely related to the one just mentioned lies in the extent to which pupil personnel work involves school personnel in a close working relationship with homes and community agencies. Much of the contribution that pupil personnel specialists can make to the growth

of children lies in the ability of these specialists to promote closer working relationships between home and school and between home and community agencies. It becomes necessary, therefore, that a definite program for achieving these working relationships be developed.

VII. URGENT CONTEMPORARY ISSUES

In order for a balanced and coordinated program to develop, the following selected issues need careful attention:

1. Autonomous special services and school building organization vs. direct line relationships between personnel providing service and top administrator.

2. Identifiable budget support and fiscal control for P.P.S. vs. use of hidden budget from other accounts of the system.

3. Core preparation for P.P.S. specialists vs. special and isolated preparation for each of the specialists.

4. Specific role definition for each of the services vs. role and function imposed no matter what the demands are.

5. Crises oriented programs vs. planned and developmental programs.

6. Assignment of under-trained personnel vs. adherence to professional standards.

7. Planned communication with total school staff vs. specialist isolation except when job to be performed brings service into contact with staff.

8. State support for all P.P.S. vs. present "state of affairs."

To these several issues could be added others of equal importance. Certainly numbers of operational issues could be identified in any program. Until such issues are resolved, any rationale for pupil personnel will be of little consequence. For pupil personnel in modern American schools to be effective, the rational concept of a balanced and coordinated program of services will provide the rationale.

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